

Chapter 2 LAND USE AND CIRCULATION: LAND USE ELEMENT

2.1 INTRODUCTION

Government Code sec. 65302(a) identifies the required content for land use elements. A land use element must, 1) designate the proposed distribution of specified uses and facilities; 2) identify population density and building intensity standards for each land use district; 3) identify areas subject to flooding and review those areas annually; 4) create a timber production land use category where appropriate; and, 5) consider the impact of new growth on military readiness activities carried out on military bases, installations, and operating and training areas.

Each of these required features is included in Dublin's adopted General Plan, although not all are present in the Land Use Element. Dublin's General Plan Map for the Primary and Extended Planning Areas, Figure 1-1, summarizes the proposed distribution of residential, commercial, industrial, and open space uses. The map also shows existing schools and other public buildings and grounds. Policies further defining the location and intensity of residential, commercial, and industrial uses appear in this Land Use Element. Policies relating to open space and parks appear in the Parks and Open Space Element (Chapter 3); policies relating to schools, and solid and liquid waste disposal facilities appear in the Schools, Public Lands and Utilities Element (Chapter 4). Background information supporting the adopted policies is located in the corresponding Land Use, Open Space, and Schools, Public Lands and Utilities sections of the Technical Supplement.

Population density and building intensity standards are presented in sec. 1.8.1 Land Use Classifications of Chapter 1. Areas subject to flooding and appropriate land use policies are presented in the Seismic Safety and Safety Element (Chapter 8). Dublin's General Plan contains no timber production land use category because no timberland as described in Government Code sec. 65302(a)(1) occurs anywhere in the City's planning area. Policies related to military readiness activities at the Parks Reserve Forces Training Area can be found in the Schools, Public Lands and Utilities Element (Chapter 4).

The majority of the Primary Planning Area has been developed since the 1960's; therefore, the Land Use Element focuses on the remaining uncommitted sites and on the potential for more intensive use of existing sites. Land use changes in the Eastern Extended Planning Area have been more dramatic with the implementation of the Eastern Dublin Specific Plan. With the exception of Schaefer Ranch, development in the Western Extended Planning Area is restricted until 2030 pursuant to initiative Resolution 209-00 adopted on November 7, 2000.

2.2 PRIMARY PLANNING AREA

The Primary Planning Area consists of almost 2,500 acres (see Table 2.1 below) and is largely built out with approximately 9,055 housing units and an estimated population of 24,448. In 2012, the Primary Planning Area had an estimated 12,163 jobs. Table 2.1 shows the minimum and maximum development potential of each land use classification within the Primary Planning Area.

A number of significant changes have occurred in the Primary Planning Area over the last 15 years. In July 2004, two under-utilized and dilapidated commercial sites were re-designated as Mixed Use and subsequently underwent redevelopment adding 56 residential units at San Ramon Village Plaza and 233 residential units on the former Pak N Save site now known as Tralee. Both sites also include a retail commercial component in a pedestrian friendly environment.

Another significant change in the Primary Planning Area is the redevelopment of Arroyo Vista, a 150-unit affordable housing community which is being reconstructed as Emerald Vista with up to 255 units of both affordable and market-rate housing.

In 2000, in anticipation of the future West Dublin Bay Area Rapid Transit (BART) Station, a Transit Oriented District was established in Downtown Dublin to encourage the development of higher density, mixed- use projects adjacent to mass transit. On February 19, 2011, the West Dublin BART Station opened to the public. The first high density residential project broke ground in 2012 and will bring over 300 new residential units to Downtown Dublin. The Downtown Dublin Specific Plan, adopted in February 2011, allows for the development of up to 1,300 units in Downtown Dublin and capitalizes on the areas proximity to the West Dublin BART Station. Intensification in and around Downtown Dublin is expected to continue while the remainder of the Primary Planning Area is expected to remain relatively unchanged.

* Table 2.1 | LAND USE DEVELOPMENT POTENTIAL: PRIMARY PLANNING AREA

CLASSIFICATION	ACRES	INTENSITY	UNITS ¹	FACTOR	YIELD ¹
RESIDENTIAL	Acres	Dwelling Units/Acre	Dwelling Units	Persons/ Dwelling Unit	Population
Low Density Single Family	44.0	0.5-3.8	22-167	2.7	59-451
Single Family	901.9	0.9-6.0	812-5,411	2.7	2,192-14,610
Medium Density	190.6	6.1-14.0	1,163-2,668	2.7	3,140-7,204
Medium-High	78.4	14.1-25.0	1,105-1,960	2.7	2,983-5,292
Medium-High and Retail/Office	11.2	14.1-25.0	158-280	2.7	427-756
Mixed Use	15.3	6.1-25.0	93-382	2.7	251-1,031
TOTAL:	1,241.4		3,353-10,868		9,052-29,344

DOWNTOWN DUBLIN SPECIFIC PLAN AREA	Acres	Dwelling Units/Acre	Dwelling Units	Persons/ Dwelling Unit	Population
Medium, Medium- High or High Density	230.2	6.1-25.1+	1,300 ²	2.7	3,510
DOWNTOWN DUBLIN SPECIFIC PLAN AREA	Acres	Floor Area Ratio (Gross)	Square Feet (millions)	Square Feet/ Employee	Jobs
Village Parkway District	32.9	.35	.50	200-450	1,111-2,500
Retail District	113.1	.60	2.96	200-450	6,578-14,800
Transit-Oriented District	84.2	1.2	4.40	200-450	9,778-22,000
TOTAL:	230.2		7.86		17,467-39,300

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COMMERCIAL	Acres	Floor Area Ratio (Gross)	Square Feet (millions)	Square Feet/ Employee	Jobs
Retail/Office	39.8	.2560	.43-1.04	200-450	956-5,200
Retail/Office & Automotive	40.8	.2550	.4489	220-490	898-4,045
Campus Office	0	.2580	0	260	0
Business Park/ Industrial	102.8	.3040	1.34-1.79	360-490	2,735-4,972
Business Park/ Industrial: Outdoor Storage	56.7	.2540	.6299	360-490	1,265-2,750
Medium-High and Retail/Office	11.23	.2560	.1229	200-450	267-1,450
Mixed Use	15.3 ³	.30-1.00	.2067	200-400	500-3,350
TOTAL:	266.6		3.15-5.67		6,621-21,767

PUBLIC/SEMI- PUBLIC/OPEN SPACE	Acres	Floor Area Ratio (Gross)	Square Feet (millions)	Square Feet/ Employee	Jobs
Public/Semi-Public Facilities	38.2	.50	.83	590	1,407
Semi-Public Facilities	0	.50	0	590	0
SCHOOLS	Acres	Floor Area Ratio (Gross)	Square Feet (millions)	Square Feet/ Employee	Jobs
Elementary Schools	87.8	.50	1.91	590	3,237
Middle Schools	6.0	.50	.13	590	220
High Schools	50.5	.50	1.10	590	1,864
PARKS/PUBLIC RECREATION	Acres		Number		
Neighborhood Parks	19.0		5		
Community Parks	49.8		5		
Regional Parks	0		0		
Open Space	428.5				
Stream Corridor	52.9				
TOTAL:	732.7		3.97		6,728

	ACRES	DWELLING UNITS	POPULATION	SQUARE FEET (MILLIONS)	JOBS
GRAND TOTAL:	2,444.4	4,653-12,168	12,562-32,854	14.98-17.5	30,816-67,795

¹ For dwelling units, population and jobs, a decimal fraction of .5 or less is disregarded; a decimal fraction greater than .5 is rounded up to the nearest whole number.

² Refer to the Downtown Dublin Specific Plan.

³ Not included in Grand Total as it is already accounted for under the Residential classification.

2.3 EASTERN EXTENDED PLANNING AREA

The Eastern Extended Planning Area consists of just over 3,500 acres (see Table 2.2 below) and is projected to build out in 2035 providing a total of 13,887 residential units with an estimated population of 37,495 persons (per the Eastern Dublin Specific Plan). The Eastern Extended Planning Area has a development potential of up to 11.481 million square feet of commercial uses and over 29,714 jobs (per the Eastern Dublin Specific Plan). Table 2.2 sets forth the development potential for the Eastern Extended Planning Area.

The Eastern Extended Planning Area has been developing rapidly over the past 15 years. Residential construction has dominated development within the Planning Area and a limited amount of unentitled residential land remains to be developed. A wide range of housing types have been constructed including attached and detached units at varying densities in both the ownership and rental markets. Some undeveloped land designated for Medium and Medium-High Density residential is located within the Livermore Municipal Airport's Airport Influence Area (AIA). Any development within the AIA must be consistent with the adopted Airport Land Use Compatibility Plan (ALUCP) for the Livermore Municipal Airport.

Development of Campus Office and General Commercial land uses over the past 15 years has been slow but steady and has provided employment, services and shopping opportunities to meet the needs of the community. A broad range of non-residential land remains available for development including Campus Office, General Commercial and Industrial Park uses which will be a significant source of jobs for the community.

Table 2.2 | LAND USE DEVELOPMENT POTENTIAL: EASTERN EXTENDED PLANNING AREA

CLASSIFICATION	ACRES	INTENSITY	UNITS ¹	FACTOR	YIELD ¹
RESIDENTIAL	Acres	Dwelling Units/Acre	Dwelling Units	Persons/ Dwelling Unit	Population
High Density	65.6	25.1+	1,647+	2.7	4,447+
Medium-High Density	132.1	14.1-25.0	1,863-3,302	2.7	5,030-8,915
Medium-High Density and Retail Office	0	14.1-25.0	0	2.7	0
Medium-Density ²	378.15	6.1-14.0	2,306-5,293	2.7	6,226-14,291
Single Family	725	0.9-6.0	652-4,350	2.7	1,760-11,745
Estate Residential	30.5	0.01-0.8	0-24	2.7	0-65
Rural Residential/ Agriculture	325.7	0.01	3	2.7	9
TOTAL:	1,657		6,471-14,619+		17,472-39,472

COMMERCIAL	Acres	Floor Area Ratio (Gross)	Square Feet (millions)	Square Feet/ Employee	Jobs
General Commercial	299.1	.2060	2.61-7.82	510	5,118-15,333
General Commercial/ Campus Office	80.9	.2080	.70-2.82	385³	1,818-7,325

Mixed Use	11.3	.30-1.00	.1549	490	306-1,000
Mixed Use 2/ Campus Office ⁴	22.9	.45 max	.45	260	1,731
Neighborhood Commercial	24.8	.2560	.2765	490	551-1,327
Campus Office	209.9	.2580	2.29-7.31	260	8,808-28,115
Industrial Park	56.4	.35 max	.86	590	1,458
Industrial Park/ Campus Office	0	.2535	0	425 ³	0
TOTAL:	705.3		7.33-20.4		19,790-56,289

PUBLIC/SEMI- PUBLIC/OPEN SPACE	Acres	Floor Area Ratio (Gross)	Square Feet (millions)	Square Feet/ Employee	Jobs
Public/Semi-Public	94.16	.50 max	2.05	590	3,475
Semi-Public	3.2	.50 max	.07	590	119
	Acres		Number		
Parks/Public Recreation	196.3				
Regional Parks	1.2		1		
Open Space	720.7				
Schools	Acres	Floor Area Ratio (Gross)	Square Feet (millions)	Square Feet/ Employee	Jobs
Elementary School	48.7	.50 max	1.06	590	1,797
Middle School	27.8	.50 max	.61	590	1,034
High School	0				
TOTAL:	1,092		3.79		6,425

	Acres	Dwelling Units	Population	Square Feet (millions)	Jobs
GRAND TOTAL:	3,454.3	6,471-14,619+	17,472-39,472	11.12-24.19	26,215-62,714

- 1 For dwelling units, population and jobs, a decimal fraction of .5 or less is disregarded; a decimal fraction greater than .5 is rounded up to the nearest whole number.
- 2 50% of the units within the Medium Density land use designation on the Croak and Jordan properties shall have private, flat yards.
- 3 The Square Feet/Employee was calculated as the average of the two land use classifications.
- 4 The Mixed Use 2/Campus Office land use designation allows for either a mixed use project with residential land uses comprising up to 50% of the project's development area (248,259 square feet) or an all Campus Office project (with no residential uses) with up to 496,519 square feet of development. Table 2.1 has been amended to reflect a Campus Office project. If the project is developed as a mixed-use project with residential uses, the table shall be amended at that time to reflect that.
- 5 7.8 acres of Medium Density Residential have an underlying Public/Semi-Public designation in Jordan Ranch 2, Subarea 2.
- 6 10.7 acres of Public/Semi-Public have an underlying Medium Density Residential designation in Jordan Ranch 2, Subarea 1.

2.4 WESTERN EXTENDED PLANNING AREA

The Western Extended Planning Area is over 3,000 acres (see Table 2.3 below) of which approximately 2,647 acres lie west of the Urban Limit Line and have been designated Rural Residential/Agriculture for a period of 30 years from the effective date of City Council Resolution 209-00, adopted by initiative on November 7, 2000. The intent of the Urban Limit Line is to protect the natural resources of the western hills and guide development to areas of Dublin that are less constrained and where urban services can be provided in a more efficient and cost-effective manner. In addition to restricting urban development, the City will not approve or recommend approval of the permanent use or extension of City services or facilities, including but not limited to, utilities or roads, to support or facilitate urban development beyond the Urban Limit Line.

Approximately 485 acres lie east of the Urban Limit Line of which 365 acres are Open Space. The remainder of the Western Extended Planning Area is comprised of the Schaefer Ranch residential development which has been approved for up to 406 residential units with an estimated population of 1,096 persons. Table 2.3 sets forth the development potential of the Western Extended Planning Area.

Table 2.3 | LAND USE DEVELOPMENT POTENTIAL: WESTERN EXTENDED PLANNING AREA

CLASSIFICATION	ACRES	INTENSITY	UNITS ¹	FACTOR	YIELD ¹
RESIDENTIAL	Acres	Dwelling Units/Acre	Dwelling Units	Persons/ Dwelling Unit	Population
Rural Residential/ Agriculture	2,647.0	1 unit/100 acres	26	2.7	70
Estate Residential	37.5	0.01-0.8	0-30	2.7	0-81
Single-Family Residential	66.6	0.9-6.0	60-400	2.7	162-1,080
TOTAL:	2,751.1		60-456		162-1,161

PARKS AND PUBLIC RECREATION	Acres	Number	
Neighborhood Park	10.4	1	
Open Space	365.3		
TOTAL:	375.7	1 park	

PUBLIC/SEMI- PUBLIC	Acres	Floor Area Ratio (Gross)	Square Feet (millions)	Square Feet/ Employee	Jobs
Public/Semi-Public	5.4	.60 max	.14	590	239
TOTAL:	5.4		.14		

	ACRES	DWELLING UNITS	POPULATION	SQUARE FEET (MILLIONS)	JOBS	
GRAND TO	TAL: 3,132.2	60-430	162-1,161	.14	239	

¹ For dwelling units, population and jobs, a decimal fraction of .5 or less is disregarded; a decimal fraction of greater than .5 is rounded up to the nearest whole number.

2.5 RESIDENTIAL LAND USE

2.5.1 HOUSING AVAILABILITY

A. Guiding Policy

1. Encourage housing of varied types, sizes and prices within the Primary Planning Area.

B. Implementing Policy

1. Designate sites available for residential development in the Primary Planning Area for medium to medium-high density where site capability and access are suitable and where the higher density would be compatible with existing residential development nearby. (See Table 2.4 and Figure 2-1)

* Table 2.4 | POTENTIAL RESIDENTIAL SITES: PRIMARY PLANNING AREA

SITE	SITE MAP NO.*	ACRES	NO. OF UNITS	GENERAL PLAN LAND USE	DATE CONSTRUCTED (IF APPLICABLE)	
Donlon Canyon (California Highlands)	1	197	246	Medium High Density	1998	
Valley Christian Center	2	15±	22	Medium High Density		
Starward	3	2.4	31	Medium Density	2000	
Starward Row	4	0.77	10	Medium High Density	2007	
WicklowSquare	5	0.59	54	High Density	2005	
Downtown Dublin Specific Plan Area	6	294	1,300	Village Parkway District Retail District Transit Oriented District		
Bancor: Alcosta	7	4.62	56	Medium High Density	2008	
Dublin Housing Authority	8	23.8	378	Medium Density	Under Construction Spring 2012	
Park Sierra Phase I	9	8.9	209	Medium High Density	2000	
Park Sierra Phase II	10	5.7	74	Medium Density	2000	
Archstone	11	7.39	177	Medium High Density	2003	
Trumark: Scarlett Place	12	4	60	Medium High Density	2003	
Bancor: Pak N Save (Tralee)	13	10.61	233	Medium High Density	2012	
*Site Map Numbers correspond to numbered areas on Figure 2-1: Sites for Housing Development						

2.5.2 NEIGHBORHOOD DIVERSITY

A. Guiding Policy

1. Avoid economic segregation by city sector.

B. Implementing Policies

- 1. Allocate medium and medium-high residential densities to development sites in all sectors of the Primary Planning Area. Require some of the units approved east of the Dougherty Hills to be single family detached.
- 2. Require a mixture of dwelling types in large projects.

2.5.3 RESIDENTIAL COMPATIBILITY

A. Guiding Policy

1. Avoid abrupt transitions between single-family development and higher density development on adjoining sites.

B. Implementing Policies

- 1. Require all site plans to respect the privacy and scale of residential development nearby.
- 2. Require a planned development zoning process for all development proposals over 6.0 units per gross residential acre, except for properties in the Downtown Dublin Specific Plan area.

2.5.4 EASTERN EXTENDED PLANNING AREAS

A. Guiding Policy

1. Encourage the development of a balanced mixed use community in the Eastern Extended Planning Area, that is well integrated with both natural and urban systems, and provides a safe, comfortable and attractive environment for living and working.

Any sites under Williamson Act contract are required to be maintained as open space for the term of the contract.

B. Implementing Policies

- 1. The location, extent and density of residential development in the Eastern Extended Planning Area is set forth in the General Plan Land Use Map in Figure 1-1. The Eastern Dublin Specific Plan sets forth more detailed policy direction, infrastructure requirements, and development guidelines for the Extended Planning Area.
- 2. Approval of residential development in the Eastern Extended Planning Area will require determination that:
 - a. Utilities and public safety services will be provided at urban standards without financial burden to Dublin residents and businesses outside the Eastern Extended Planning Area.
 - b. Proposed site grading and means of access will not disfigure the ridgelands.
 - c. Timing of development will not result in premature termination of viable agricultural operations on adjoining lands.
 - d. The fiscal impact of new residential development in the Eastern Extended Planning

- Area supports itself and does not draw upon and dilute the fiscal base of the remainder of the city.
- e. The proposed project is consistent with all applicable General Plan and Specific Plan policies.

2.5.5 WESTERN EXTENDED PLANNING AREA

A. Guiding Policy

- 1. Any development in the Western Extended Planning Area shall be integrated with the natural setting. Development shall be clustered in areas with fewer constraints.
 - a. An Urban Limit Line was adopted by initiative on November 7, 2000 for the majority of the Western Extended Planning Area. The Urban Limit Line is located along the City limit line as of the effective date of the initiative. Pursuant to the initiative, lands west of the Urban Limit Line are designated as Rural Residential/Agriculture on the General Plan Land Use Map (Figure 1-1). The Initiative is effective for thirty (30) years from its effective date; the location of the Urban Limit Line may be changed only by a vote of the people of Dublin during the effective period, and only following review and approval of a General Plan Amendment by the City Council. Any request to change the Urban Limit Line must be accompanied by a request to amend the land use designation to an urban designation.

B. Implementing Policies

- 1. The location, extent and density of residential development will be determined when municipal services can be provided and through General Plan refinement studies.
- 2. Approval of residential development in the Western Extended Planning Area will require determination that:
 - a. Utilities and public safety services will be provided at approved standards without financial burden to Dublin residents and businesses outside of the Western Extended Planning Area.
 - b. Proposed site grading and means of access will not disfigure the ridgelands as viewed from areas of existing development in Dublin. Any necessary grading and construction shall be planned so as to protect visual qualities.
 - c. Timing of development will not result in premature termination of viable agricultural operations on adjoining lands.
 - d. The fiscal impact of new residential development in the Western Extended Planning Area supports itself and does not draw upon and dilute the fiscal base of the remainder of the city.

2.6 COMMERCIAL AND INDUSTRIAL LAND USE

Dublin's central location has made it the Tri-Valley commercial center, with numerous retail businesses and a wide variety of distributors, business service providers, builders and building subcontractors, manufacturers, and region-serving offices. The City's ability to provide municipal services depends on the income generated by business.

2.6.1 DOWNTOWN DUBLIN

A. Guiding Policy

1. Intensify Downtown Dublin.

The Downtown Dublin Specific Plan (DDSP) was adopted in 2011. The Plan details how the City's downtown area could be enhanced and intensified to create a more aesthetically-pleasing, pedestrian-oriented focal point for the community and provide a strong connection between the City's commercial core and the West Dublin BART Station. The Plan contains development standards and design guidelines to direct future development in the Downtown.

B. Implementing Policy

1. Implement the Downtown Dublin Specific Plan.

2.6.2 AUTOMOBILE DEALERSHIPS

A. Guiding Policy

1. Keep automobile dealers in Dublin.

B. Implementing Policy

1. Allow for the creation of an auto center east of the Camp Parks Reserve Forces Training Area. If or when downtown land becomes too costly for car dealers they will have the opportunity to relocate in an auto center with freeway frontage.

2.6.3 NEIGHBORHOOD SHOPPING CENTERS

A. Guiding Policy

1. Strengthen existing neighborhood shopping centers.

Competition from downtown and from north of the County line leaves no trade area within the Primary Planning Area for neighborhood shopping centers other than Dublin Square, San Ramon Village Plaza, and Village Square.

B. Implementing Policy

 Require a planned development proposal at the southwest corner of Amador Valley Boulevard and Dougherty Road to include medium-high density residential, retail/office, or a mix of these uses.

2.6.4 EASTERN EXTENDED PLANNING AREA

A. Guiding Policy

1. Encourage the development of a full range of commercial and employment-generating uses in the Eastern Extended Planning Area that will meet the needs of the City and the surrounding Tri-Valley area.

B. Implementing Policies

- 1. Require developers to remain within the amount and distribution of commercial and employment-generating land uses depicted in the General Plan Land Use Map (see Figure 1-1) in order to maintain a reasonable balance between jobs and housing opportunities.
- 2. All non-residential development must be consistent with the policies and guidelines set forth in applicable Specific Plans.

2.6.5 APPLICATION TO THE SAME PROPERTY WITHIN THE CITY OF DUBLIN OF BOTH THE RETAIL/OFFICE AND MEDIUM-HIGH DENSITY RESIDENTIAL DESIGNATIONS AS DEFINED IN THE DUBLIN GENERAL PLAN

A. Guiding Policy

1. The City Council may apply to the same property within the City of Dublin both the Retail/ Office and Medium-High Density Residential designations as defined in the Dublin General Plan.

B. Implementing Policy

- 1. The location, extent, density and intensity of mixed use Retail/Office and Medium-High Density Residential development will be determined when studies indicate that:
 - a. Services are available for the use.
 - b. The site is suitable for a mixed-use development.
 - c. The use supports itself and does not draw upon and dilute the fiscal base of the remainder of the city.
 - d. Proper roadways and roadway capacity are available.
 - e. Mixed-use development would be compatible with adjacent land uses.

2.6.6 SCARLETT COURT AREA

A. Guiding Policy

1. Strengthen and improve the Scarlett Court Area.

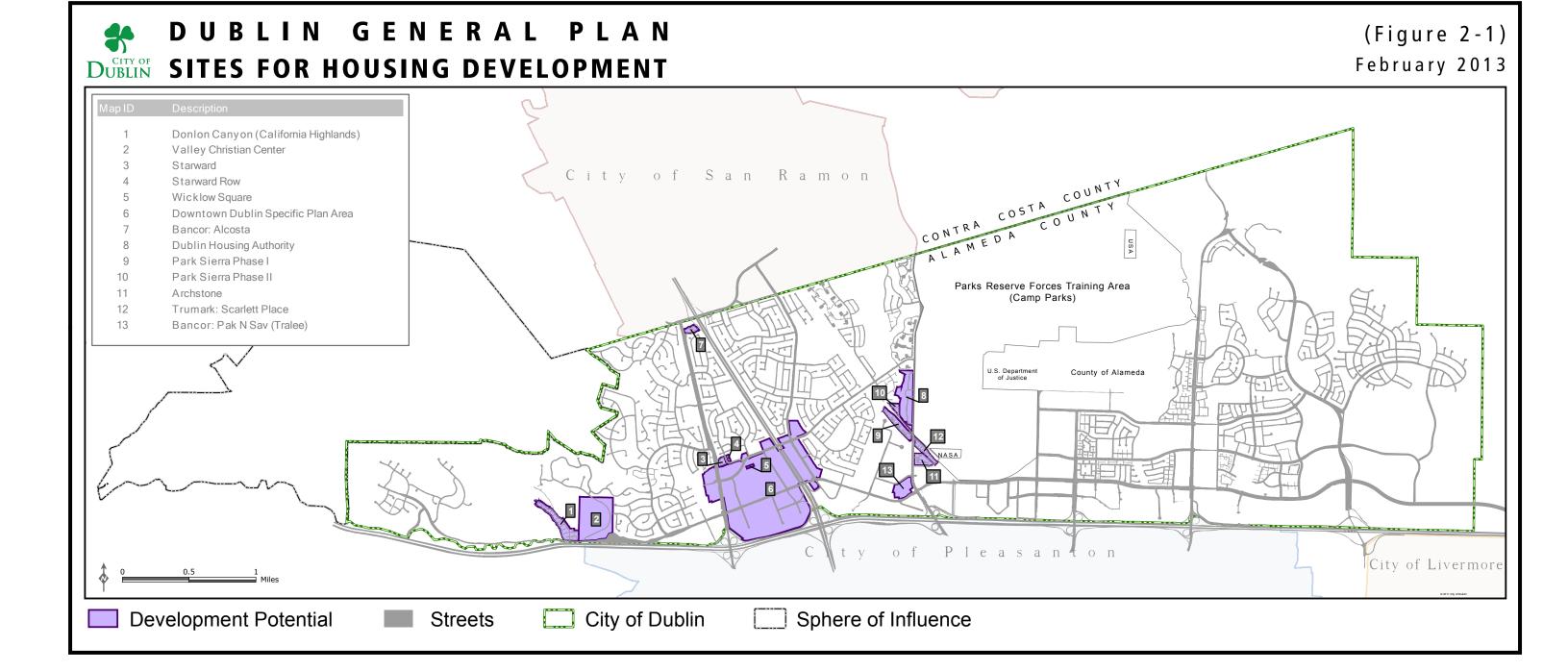
The Scarlett Court Design Guidelines were adopted by the City Council on May 1, 2007. The Design Guidelines are intended to guide future development and improvements in the

Scarlett Court Area to enhance the character and image of the Area.

The Scarlett Court Area is visible from Interstate 580, Dougherty Road, the Iron Horse Trail and Dublin Boulevard and the view of this Area from these key roadways is of importance to the City.

B. Implementing Policies

- 1. Create and maintain an Overlay Zoning District for the Scarlett Court Area.
- 2. Encourage improvements to existing businesses and properties in the Scarlett Court Area.
- 3. Require all redevelopment and improvements related to site planning, architectural design, lighting, signage and landscaping to be consistent with the adopted Scarlett Court Design Guidelines.



 ★ City of Dublin General Plan | Land Use Element
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